

Case Study for Adoption of Semi Private Complete Streets Program Funding in United States Cities

by

Cheryn Robles

Masters project submitted in partial fulfillment of the requirements for the Master of Environmental Management degree in the Nicholas School of the Environment of Duke University
2014

Table of Contents

Abstract	3
Acknowledgements.....	5
Background: National Complete Streets Coalition	6
Case Study Selection Criteria	7
Research ~ Public Works.....	10
Research ~ Advocacy Groups.....	11
Research ~ (Semi) Private Funding Organizations	13
Major Findings	15
Construction Project Overviews	16
Findings Significance	25
Possible Alternative Findings	26
Study Relevance	27
Study Limitations	27
Early and Ongoing Stakeholder Engagement	28
Future Research Suggestions.....	29
Citations	31

Abstract

The deteriorating conditions of aging infrastructure in United States cities have been challenging municipalities for years. In 2013, the American Society for Civil Engineers gave US infrastructure a D+ for the current conditions of infrastructure including roadways, waterways, levees and bridges¹. ASCE estimates the US needs to invest more than \$3.6 trillion in infrastructure to upgrade systems appropriately.¹ In his 2014 State of the Union Address, President Obama suggested the Federal government use “tax reform to create jobs rebuilding our roads, upgrading our ports, unclogging our commutes ... because in today's global economy, first-class jobs gravitate to first-class infrastructure. We'll need Congress to protect more than 3 million jobs by finishing transportation and waterways bills this summer.”²

When the current need to improve ailing infrastructure is combined with the 1990s shift in transportation planning, Best Management Practices call for transportation systems to consider the needs of drivers, pedestrians, bicyclists, and people with physical and mental challenges, the elderly and children equitably.³

Smart Growth America's National Complete Streets Coalition touts more than 600 member cities as of January 2014.⁴ Each of the member cities is altering its existing transportation system by adopting “laws, resolutions, executive orders and policies” that ensure all stakeholders have equitable access to their local transportation system.⁴ Cities across the nation, including San Francisco, Philadelphia and New Orleans, have passed Executive Orders and ordinances to help ensure their constituents have equitable access to the transportation

system. Working closely with organizations such as Smart Growth America and local advocacy groups, these cities are attempting to fulfill the intentions of their CS policy. Some of the greatest challenge these cities have in implementing their CS policy to its maximum potential is a lack of appropriate funding. This Masters Project:

- Develops case studies for public-private partnerships that fund full or partial Complete Streets projects in San Francisco, Philadelphia and New Orleans
- Compares and contrasts the CS policies in San Francisco, Philadelphia and New Orleans to one another
- Identifies characteristics of public-private funding sources that could be available for Complete Streets implementation
- Identifies Best Management Practices for Complete Streets funding including barriers and possible solutions
- Discusses appropriate public education/outreach campaigns that accompany implementation of Complete Streets projects

In person and telephone, interviews were used to identify the means and methods that San Francisco, Philadelphia and New Orleans undertook to implement their respective privately-funded CS projects.

Acknowledgements

I would like to thank the many professionals in San Francisco, Philadelphia and New Orleans who took the time to speak with me in development of this project. I would especially like to thank Jennifer Ruley and my friends and colleagues at New Orleans City Hall for their patience and support. Dr. David Schaad's guidance was very much appreciated. I would also like to thank John Haffner, Meg Courtney, James Ponder and my friends and family for listening to me talk about truncated domes, designated vs. shared bike lanes and the merits of pervious concrete over rushed dinners and unnaturally brief phone calls.

Background: National Complete Streets Coalition

Smart Growth America is a nationwide advocacy group that builds coalitions, does research, trains and develops policies to facilitate development of smart and sustainable neighborhoods.^{4,5} “From providing more sidewalks so people can walk to their town center to ensuring that more homes are built near public transit ... smart growth helps make sure that people across the nation can live in great neighborhoods.”⁵ In 2003, Smart Growth America bicycle advocates developed a committee that worked to insert a Complete Streets provision into the Federal transportation bill.⁶ The 2005 transportation bill, called the “Safe, Accountable, Flexible, Efficient Transportation Equity Act: A legacy for users” better known as the SAFETEA-LU, designated a total of \$244.1 billion for US infrastructure improvements.⁷ The bill sought to resolve national transportation issues while delegating responsibility to solve state and local transportation challenges to their respective communities.⁷

SAFETEA-LU included provisions, which allow the private sector to contribute to innovative transportation design in the form of dollar investments, engineering and design.⁷ Prior to SAFETEA-LU there was no mechanism to transfer such investments to municipalities. SAFETEA-LU also designated funding for non-motorized transportation users, required municipalities to consider the natural environment in their designs, and discussed and advocated that designers, engineers and municipalities consider valuable public input as part of a project’s design. Prior to SAFETEA-LU, public involvement in infrastructure projects was often reserved for Federally funded projects under the jurisdiction of the National Environmental Policy Act. SAFETEA-LU

also attempted to allocate resources equitably amongst densely populated and sparsely populated states, including safety and equitable access provisions.⁷ In short, it confirmed a need for, set aside funding and encourages adoption of Complete Streets policies throughout the nation.

The National Complete Streets Coalition helps expedite adoption and implementation of such policies. The Coalition hosts workshops and provides templates for towns, cities and states to use as they plan for, design and build Complete Streets.^{4,5,6} Appropriate funding can often be the disconnect between a city that pursues and adopts a Complete Street policy and a city that actually incorporates such planning, design and implementation into a roadway project. Additionally, an unbiased guide for public works directors to adopt Complete Streets policies and identify public-private funding sources for comprehensive implementation does not currently exist.⁸

Case Study Selection Criteria

This project compares and contrasts elements of the transportation systems in San Francisco, Philadelphia and New Orleans. San Francisco's Complete Streets program, called Great Streets, and transportation system are regularly cited in industry literature as an exemplary system that consistently meets the needs of the greatest number of user groups. For this study, San Francisco serves as the benchmark of successful Complete Streets policy implementation combined with appropriate involvement with advocacy groups and private funding sources.

The City of New Orleans is a member of the International City/County Management Association (ICMA) Center for Performance Measurement. The voluntary program measures jurisdictions nationwide against each other. For the purposes of this study, US jurisdictions that meet the following criteria are appropriate for comparison to New Orleans:

- A population of 100,000 or more,
- A significant daily influx of nonresidents,
- More than 100 square miles of land, and
- A median household income of less than \$57,000 per year

Jurisdictions with similar resources who meet these criteria include Dallas, TX; Fort Lauderdale, FL; Kansas City, MO; Miami-Dade County, FL; Milwaukee, WI; Oklahoma City, OK; Philadelphia, PA; Phoenix, AZ; Portland, OR; and San Antonio, TX.⁹ Philadelphia was chosen as a city to compare to New Orleans because she and the Big Easy are often sister cities, working together to combat urban crime issues, and in the context of Complete Streets and transportation planning mentor-mentee cities. In addition to secondary research, primary research included in-person and telephone interviews with the participants listed in Figure 1.

Figure 1.

City	Interviewee	Organization	Interview Date
San Francisco, CA	Mohammed Noru, director of public works	City of San Francisco	Sept. 19, 2013
	Leah Shahum, executive director	San Francisco Bicycle Coalition	Nov. 15, 2013
	Troy Campbell, executive Director	Fisherman's Wharf Merchants Association	Feb. 4, 2014
Philadelphia, PA	Ariel Ben-Amos, former senior transportation planner	City of Philadelphia	Oct. 25, 2013
	Sarah Clark Stuart, policy director	Bicycle Coalition of Greater Philadelphia	Nov. 26, 2013
	Lane Fike, director of capital projects	Schuylkill River Development Corporation	Feb. 6, 2014
New Orleans, LA	Mark Jernigan, director of public works	City of New Orleans	Dec. 3, 2013
	Jamie Wine, former executive director	Bike Easy New Orleans	Dec. 4, 2013
	Bob Johnson, general manager	Ernest N. Morial Convention Center	Jan. 28, 2014

Research ~ Public Works

San Francisco

Mohammed Noru is the City of San Francisco's director of public works. He manages a staff of 1,200 and in the 2012-2013 fiscal year, oversaw a budget of \$194,300,000.⁹ DPW's budget was about 3% of San Francisco's \$6,562,658,343 overall budget in 2012.¹⁶ Noru manages DPW administrative duties, operations, engineering and architecture. In 2011, San Francisco voters approved a \$248 million Road Repaving and Street Safety bond. The funds are to be used to repave roads for vehicular and bicycle traffic, help pedestrians access their destinations safely and improve the aesthetics of San Francisco streetscapes. Typically, roadwork is funded by the City's General Fund. San Francisco City Council adopted the City's Complete Streets policy in 2006.

Philadelphia



The Acting Commissioner of the Philadelphia

Streets Department, David Perri, was unavailable

for an interview however, Ariel Ben-Amos, a senior planner in the Mayor's Office of Transportation and Utilities, was available to provide an overview of the Streets Department. In 2012, the Streets Department was allocated a \$30,000,000 budget, less than 1% percent of the City of Brotherly Love's overall budget of \$3,470,000,000.¹⁵ The budget covers administration and management of the City's sanitation removal, transportation engineering including roadway planning and design, traffic and streetlight management as well as road maintenance during regular and snow events.¹¹ Roadwork is typically funded by the City's General Fund. Philadelphia Mayor Michael Nutter signed the Complete Streets Executive Order in 2009.¹²

New Orleans



Mark Jernigan is the City of New Orleans' director of public works. He manages a staff of about 150 people in the maintenance, engineering, traffic, streetlight and parking divisions. In 2012, the DPW operating budget was \$18,900,000.¹³ This dollar amount is almost 2% of the City's overall total budget of \$844,227,240.¹³ Typically, NODPW is funded by the General Fund and bonds authorized by voters. Following Hurricane Katrina, New Orleans received a number of Federal contributions to augment infrastructure projects. In total, about \$416,000,000¹³ of funding is available to improve infrastructure though the majority of the repair timelines extend to 2016 and beyond. The New Orleans City Council passed the Complete Streets policy in 2011.

Research ~ Advocacy Groups

San Francisco



The San Francisco Bicycle Coalition has more than 12,000 members. In November 2011, the organization and its membership were instrumental in advocating for and mobilizing San Francisco voters to approve a \$248 million bond to fund infrastructure projects. Working closely with SFDPW and the Metropolitan Transit Authority, the San Francisco Bicycle Coalition is dedicated to “working towards more safe, efficient, and sustainable ways to move around” San Francisco and is one of the leading advocacy groups in the country.¹⁷

Philadelphia



The Bicycle Coalition of Greater Philadelphia promotes “bicycling as a healthy, low-cost, and environmentally-friendly form of transportation and recreation” throughout the Philadelphia metropolitan area.¹⁸ Programming and fundraising goals are currently focused on connecting the 750-mile “Circuit” of bicycling trails and routes throughout the area. BCGP played an integral role in passing Philadelphia’s Complete Streets Executive Order. In particular, they advocated that the CS policy checklist be published for public review on the Streets Department website. Transparency in allowing advocacy groups to review the checklist provides a venue for advocacy groups to ensure that a project plan presented before the planning commission, and its actual implementation, follow CS policy guidance.

New Orleans



Bike Easy advocates for improvements to New Orleans infrastructure to make bicycling in New Orleans easy, safe and fun.¹⁹ With a staff of two people and numerous volunteers, the group hosts safe bicycling workshops and advocates for riders to have safe and equitable access to the City’s resources. A representative from Bike Easy will serve as one of the three advocacy group representatives on the City’s Complete Streets Advisory Committee.

Research ~ (Semi) Private Funding Organizations

San Francisco



The Fisherman's Wharf Community Benefit District is a subset of the Fisherman's Wharf Merchants Association. The FWCBD supplements City services and manages an approximately \$850,000 annual budget via a self-assessed tax on properties located on San Francisco's historic Fisherman's Wharf.^{20,24} FWCBD primarily focuses on beautification initiatives, security, emergency preparedness, marketing and cleanliness issues.²⁴

Philadelphia



Schuylkill River Development Corporation is responsible for managing the tidal banks of the Schuylkill River in Philadelphia. Funded by the City of Philadelphia and the Pennsylvania departments of Transportation and Development, and Conservation and Natural Resources, SRDC works closely with community and stakeholder groups to improve the Schuylkill Banks experience.^{21,22} Types of projects SRDC has developed or improved along the Schuylkill Banks include parks, boardwalks, fishing piers and lighting.²¹

New Orleans



The New Orleans Public Facility Management, Inc., doing business as the Ernest N. Morial Convention Center, is responsible for managing the convention center facility located along the banks of the Mississippi River in New Orleans.²³ With the sixth largest convention space in the United States, the organization is an integral economic engine and was a catalyst in

transforming the Warehouse District into an upscale neighborhood between the Convention Center and the Mercedes-Benz Superdome and generating \$48 billion worth of travel and tourism business for the state between 1985 and 2009.²³

Major Findings

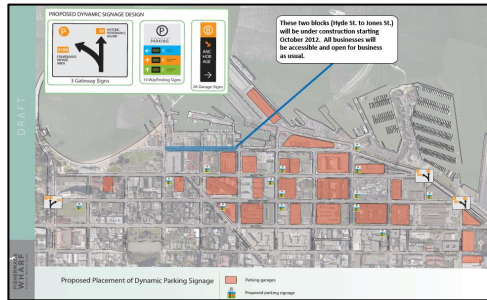
Interviews with each of the entities above identified projects in each city that came to fruition directly or indirectly because of the availability of (semi) private funding sources and partnerships. Findings include;

- The role public-private partnerships play in funding Complete Streets infrastructure projects vary by city and project throughout the country.
- (Semi) private infrastructure funders may help expedite construction projects by fulfilling a number of roles, including performing public affairs and community outreach tasks, serving as contracting vehicles to expedite construction, and initiating momentum to move projects into construction.
- Nurturing relationships with advocacy groups can help deliver funding sources, community support and inertia necessary to move a project forward.
- Early and on-going communication with affected stakeholders and interested parties played a significant role in the success of each of these projects.
- Each case study city was selected methodically; however, it is likely multiple municipalities across the nation have similar opportunities to collaborate with (semi) private funding organizations to implement infrastructure improvement projects.

Construction Project Overviews

San Francisco

Plans to rehabilitate San Francisco's Jefferson St. along Fisherman's Wharf began in 2006.²⁴



Plans to repave Jefferson St. were accelerated when San Francisco was named the host of the 2013 America's Cup.

Image from: <http://www.newjeffersonstreet.com/home-overview/map-of-area>

Originally scheduled to be re-paved in 2015, the plans to repave Jefferson St. were accelerated when in 2010, the City of San Francisco won the competitive bid to host the 2013 America's Cup in San Francisco Bay.²⁵ America's Cup is an international sailing competition which attracts "thousands of spectators, sailors and members of the news media, as well as global television coverage" to the

city and amenities in which it is held every few years.²⁵ Terms of the hosting agreement required San Francisco to provide a number of waterfront venues to America's Cup organizers.²⁴ The City municipal code requires San Francisco officials to maintain a certain percentage of waterfront piers and facilities open to the public. This combination, along with the potential for the America's Cup event to bring an influx of an estimated \$1,000,000,000 to the metropolitan area, justified acceleration of plans to re-pave Jefferson St., which is a centerpiece of San Francisco's tourism industry along the waterfront.²⁴

As noted above, the San Francisco Bicycle Coalition helped secure bond funding to move this project forward. The group also plays a regular advisory role by advocating for public spaces to be accessible for bicyclists, transit riders and pedestrians.²⁶ SFBC played a role on the project planning committee and participated in numerous community meetings to ensure the plans for

Jefferson St. coincided with community members' interests and intentions. While each member of the SFDPW is committed to implementing the Complete Streets policy consistently, the SFBC serves as a watchdog organization to ensure projects provide equitable access to all user groups.²⁷



The Fisherman's Wharf Community Benefit District's contribution to the Jefferson St. Phase 1 repaving project included sending out weekly construction updates to affected parties.

Image from: <http://www.newjeffersonstreet.com/news/categories/listings/uncategorized>

Fisherman's Wharf CBD tracks a total contribution of \$300,000 in time and hard costs dedicated to the Jefferson St. project since 2006.²⁴ The engineering documents were very close to shovel-ready, however the project required updating to ensure it was consistent with the latest ADA standards, etc. The FWCBD funded construction design updates, community meetings, developed collateral pieces, managed www.NewJeffersonStreet.com, wrote weekly project status updates and managed construction relations throughout development and construction.

Jefferson St. Phase 1 scope of work included:

Figure 2

Jefferson St. Phase 1		
Scope	Complete Streets Compliance	Rationale
<ul style="list-style-type: none"> Expand existing sidewalk widths 	√	Sidewalks should be a minimum of 4 ft wide to accommodate users in wheelchairs and strollers. The wide sidewalks ensure all users can transverse Jefferson St. waterfront in both directions.
<ul style="list-style-type: none"> Plant additional trees and landscaping 	√	Landscaping in combination with nicely paved sidewalks encourages walking and smart growth.
<ul style="list-style-type: none"> Improve pedestrian lighting 	√	Lighting closer to the pavement ensures pedestrians can see where they are going and reduces the likelihood of criminal activity.
<ul style="list-style-type: none"> Stripe bike lanes 	√	Designated bike lanes ensure accessibility to all user groups.
<ul style="list-style-type: none"> Convert Jefferson St. to two-way traffic 	√	Converting Jefferson St. back to a two-way street serves as a traffic calming measure.
<ul style="list-style-type: none"> Upgrade existing utilities 	√	Coordinating utility replacements with the project construction maximizes the project budget and minimizes impacts to residents, businesses and other stakeholders.

Sources ^{3, 4, 5, 6, 10, 16, 17, 26, 27 and 34}

By combining resources, the SFDPW, Port of San Francisco, San Francisco Planning Department, Municipal Transportation Agency, San Francisco Bicycle Coalition, Fisherman's Wharf Community Benefit District and community stakeholders were able to maximize available funding and deliver the \$4,950,000 Jefferson St. Phase 1 project with community support, ahead of schedule and on budget.⁴⁰

Philadelphia

A CSX freight railroad line runs adjacent to the banks of the Schuylkill River in Philadelphia.³⁵

Until installation of new railroad crossing gates in 2011, Philadelphians were able to access the parklands parallel to the railroad for pleasure and exercise at two access points. One access

point was at Race St. and the other was at Locust St.³⁶ Installation of the railroad gate crossings

were contingent on CSX's commitment to maintain access to the parklands, however, when

freight trains are present, the gates must close for safety and liability reasons. Community

members and advocates argue that access to the parklands should be available at all times.^{30,36}

In concert with SRDC's master plan, a Federal stimulus grant from the Transportation

Improvements Generating Economic Recovery (TIGER) program, a Transportation Enhancement

Grant, and funds from the Pew Charitable Trusts, the Pennsylvania Department of

Transportation, City of Philadelphia and SRDC were used to design and construct the Schuylkill

River Parks Connector Bridge.^{30,36,37} The \$5,500,000 project was designed by HNTB with a great

deal of community input and constructed by Rockport Construction Company.

The bridge footprint was limited by the river, public property, the railroad line, a dog park and a community garden.³⁷ CSX's preference was to build an enclosed "bridge with protected canopy" however numerous community meetings and stakeholder briefings revealed that the community's preference was to build an open bridge with platforms from which they could look out



Community feedback called for the Schuylkill River Parks Connector Bridge to be an open bridge, with viewing platforms.

Image by Lane Fike, retrieved from:
http://enr.construction.com/bonus_regions/midatlantic/2013/extras/1216z/slideshow.asp

towards both the river and land sides of the bridge.^{35,38} Community feedback was incorporated into the bridge design and construction sequencing. Portions of the bridge were even built off-site to minimize construction impacts to recreators.³⁵ The project broke ground in 2012 and when it was completed in 2013, was named by Engineering News Record as the *Best Small Project (under \$10 million)* of the year.

The Bicycle Coalition of Greater Philadelphia works closely with the Streets Department. The



Philadelphia Mayor Michael Nutter (center) rides his bike to City Hall on newly paved bike lanes.

Image from <http://www.phila.gov/bikeshare/Pages/default.aspx>

group has written TIGER grants for the organization that resulted in funding for projects such as

Schuylkill River Parks Connector

Bridge project.²⁹ In addition to their consistent representation of the stakeholders affected by this project, they regularly perform community outreach tasks that justify the Streets Department installing buffered bike lanes such as those on Spruce and Pine streets in Philadelphia's Center City neighborhood.

Schuylkill River Development Corporation administrated HNTB's \$742,000 Schuylkill River Parks Connector Bridge design contract, developed project renderings and facilitated community input into the design process.³⁰ Their in-house contribution totaled approximately \$50,000. SRDC was an integral part of the project implementation.

The Schuylkill River Parks Connector Bridge scope of work included:

Figure 3

Schuylkill River Parks Connector Bridge		
Scope	Complete Streets Compliance	Rationale
• Provide additional crossing locations	√	Maintain access to public open-spaces
• Plant additional trees and landscaping	√	Landscaping encourages walking and smart growth.
• Include pedestrian and ramp lighting	√	Lighting ensures pedestrians can see where they are going and reduces the likelihood of criminal activity.
• Repave park pathways	√	Smooth surfaces encourage walking and bicycling while providing access to wheelchair and stroller users.
• Install benches and garbage receptacles	√	Amenities instill pride in public spaces and encourage use.
• Install permeable pavers	√	Green infrastructure is better for the environment and instills community pride.

By pooling financial resources and multiple skill sets, the Schuylkill River Parks Connector Bridge project met the project purpose and fulfills the community's needs. The project is a textbook example of how balancing the needs of multiple parties and negotiating can deliver a project on time and on budget.

New Orleans

In 2009, the City of New Orleans won the bid to host the 2013 Super Bowl.³⁹ The game was a catalyst to make a number of National Football League-required and City-preferred infrastructure improvements, including about \$40,000,000 worth of road and underground utility upgrades in the French Quarter and Central Business District.⁴¹ The infrastructure improvements were to be funded, in-



Dissent among New Orleans French Quarter residents prevented the City from accessing infrastructure improvement funding via the Hospitality Zone tax.

Image from: http://www.nola.com/politics/index.ssf/2012/05/french_quarter_street_repairs.html

part, by a ten-year tax in a “Hospitality Zone” that would be used to re-pave about 100 miles of roadways in the taxed neighborhoods.⁴² While the majority of the revenue would be derived from convention and tourism guests staying in hotels and dining at restaurants within the zone, vocal French Quarter residents opposed the proposed legislation, saying the burden of the new



Convention planners called unsightly and odorous conditions of streets, like Iberville St., barriers to booking meetings in New Orleans.

Image by C. Robles, May 2013

tax would unfairly fall on them. The Hospitality Zone bill failed in the state legislature, however a partner in the Hospitality Zone initiative, the Ernest N. Morial Convention Center (MCCNO), was willing to follow through on its commitment to fund improvements in “the crown jewel” of the Crescent City even though matching funds were not available.³³

About two times per year, the MCCNO and the New Orleans Convention and Visitors Bureau (NOCVB) host a meeting with convention, meeting and

event planners called the Customer Advisory Council (CAC). Qualitative feedback collected from the CAC is used to update the MCCNO's strategic plan, to develop strategies for the NOCVB to secure additional business and to identify barriers to securing additional convention business.^{33,43} Post-event evaluations revealed that a significant barrier to New Orleans' securing additional convention business was the condition of its infrastructure.³³ For example, CAC members commented that the frequency of streetlight outages in the French Quarter made them feel unsafe and the conditions of the roadways in the French Quarter gave a bad impression of the City.³³ Areas of the Central Business District were considered walkable, but unpleasant, because of the state of the sidewalks.³³ Understanding the link between such factors and the economic potential of a newly-booked event, the MCCNO was willing to invest approximately \$6,500,000 to improve infrastructure in the Hospitality Zone.³³



The Ernest N. Morial Convention Center signed a Cooperative Endeavor Agreement with the City of New Orleans agreeing to fund infrastructure projects in the Hospitality Zone.

Image by M. Penny, Sept. 2013

Construction of the elements of the Downtown Infrastructure Improvement Project is still underway. It is being implemented with the Complete Streets policy in mind, and when the Julia St. bike lane is installed, it will create an arterial link in the existing bikeway master plan.³²

The Downtown Infrastructure Improvement Project scope of work included;

Figure 4

Downtown Infrastructure Improvement Project		
Scope	Complete Streets Compliance	Rationale
• Replace damaged sidewalks	√	Ensure every user group can access public rights-of-way.
• Repair existing lights with LED lights, repair broken historic lights	√	Lighting ensures pedestrians can see where they are going and reduces the likelihood of criminal activity.
• Repave roadways	√	Project design lifetimes were far exceeded. Re-paving the roadways improves travel time, instills pride in communities and encourages economic development.
• Install decorative garbage receptacles	√	Amenities instill pride in public spaces and encourage use.
• Install new road and bikeway striping	√	Designated bike lanes ensure accessibility to all user groups. (Note this is scheduled to occur in May 2014, when the project is completed)

Working in tandem with the DPW, which manages construction, the scope of the project was negotiated in the spring of 2013 through establishment of a Cooperative Endeavor Agreement. Conflict with the French Quarter citizens prevented the project from being completed in advance of Super Bowl but construction began in the summer of 2013 and will be completed in the spring of 2014.

Findings Significance

Taxpayers expect their tax dollars to fund public goods such as roads, parks and schools. With few exceptions, municipalities must make tough choices and tradeoffs to determine what their budget will allow. Is the Police Department pension fund more important than installing a new traffic signal at a busy intersection? Should valuable budget resources be spent filling a pothole near a church or correcting loose wires on a streetlight near a school? There is an art to balancing a complicated budget and appeasing stakeholders and constituents. As ASCE noted, even in 2013 US cities continue to fall short of allocating adequate resources to maintain infrastructure.¹ This study identified (semi) private organizations that were willing to augment, secure and provide funding to implement infrastructure projects to improve quality of life, help reduce crime and spur economic development. If each of the cities approached for this project could provide an example of a (semi) private entity funding an infrastructure project, surely many other cities throughout the US can identify funders willing to provide in-kind services or cash to move a project from design into construction.

Possible Alternative Findings

SRDC spent an estimated \$50,000 implementing the Schuylkill River Parks Connector Bridge project. Fisherman's Wharf CBD spent an average of about \$50,000 a year to improve the first phase of the Jefferson St. project. According to Monster.com, an entry-level business development coordinator in the San Francisco area should expect a salary of about \$50,000 per year. A similar position in Philadelphia and New Orleans would yield a salary of about \$40,000 per year. It could be argued that the salary necessary to hire a staff person to identify private funding sources could be better spent on hard costs to actually implement such projects. There is no guarantee that staff time and salary would directly result in additional funding.

Furthermore, accepting funds from a private entity or accepting in-kind services from an advocacy or business group could generate an expected or implied indebtedness. The funder's desire may not strategically fit into the municipality's master plan or the project may not address appropriate priorities. Accepting private funding could generate unnecessary risk and undoubtedly will cause interested stakeholders not immediately in the project area to question why their priorities did not align with that of the project, which received private funds.

Municipalities should be able to defend the method in which the funding was secured and consider possible barriers such as perceived or real racial, socio-economic or political implications.

Some (semi) private funding sources may prefer local municipalities secure resources and fund infrastructure projects independently. They may not want to provide additional resources to DPWs and may follow operating policies that do not allow such “donations.”

Study Relevance

This study’s findings are likely replicable in other cities. For example, the ICMA identified Dallas, TX; Fort Lauderdale, FL; Kansas City, MO; Miami-Dade County, FL; Milwaukee, WI; Oklahoma City, OK; Philadelphia, PA; Phoenix, AZ; Portland, OR; and San Antonio, TX as cities comparable to New Orleans.^{3,46} The Benchmark Analysis identified Cedar Rapids, IA; Maui, HI; Mesa, AZ; McAllen, TX; Plano, TX; Scottsdale, WA; Tacoma, WA and Wichita, KS as additional cities that could benefit from greater budget allocations to their respective DPWs.⁴⁶ If the DPWs establish or continue to nurture relationships with advocacy groups and private entities in these municipalities, the DPWs may identify additional organizations willing to fund infrastructure projects.

Study Limitations

This study investigated three cities in which advocacy groups and (semi) private funding sources were available to implement infrastructure improvement projects. Results are likely replicable and obvious trends emerge such as a project coinciding with a major tourism event, e.g. the America’s Cup and Super Bowl, however a more comprehensive study with additional

representatives from additional cities, in markets of varying size, could be used to develop more comprehensive long-term funding relationships.

Early and Ongoing Stakeholder Engagement

The successful implementation of each of these Complete Streets policy case study examples included early and ongoing communication with appropriate stakeholders. In San Francisco, weekly updates kept shopkeepers up to date on progress on Jefferson St. construction and has set the stage for the Phase II project. In Philadelphia, the Schuylkill River Parks Connector Bridge design included an additional iteration because the initial design failed to properly incorporate feedback from the dog park stakeholders. Only after meeting with stakeholders and incorporating appropriate feedback was the design finalized and moved into construction. In New Orleans, the Hospitality Zone did not come to fruition. Instead the scaled-down Downtown Infrastructure Improvement Project is about 98 percent complete and improving the experience convention-goers and tourists have in the Big Easy.

In each instance, early and on-going public involvement was key to successfully implementing each of these projects. While there is an art and balance to engaging the public, in general it serves as a vehicle to move projects from design into construction and completion more rapidly.

Future Research Suggestions

The ICMA-identified cities most comparable to New Orleans, with established Complete Streets policies, have the greatest likelihood of identifying private entities willing to establish public-private partnerships to fund infrastructure projects.^{3,46} On the next page is a table indicating the organizations which might be appropriate to approach and discuss partnership opportunities. These organizations are unaware of such recommendations, and have no knowledge of this study at this time.

Figure 5

City	Advocacy Group	Possible Partner Agency
Cedar Rapids, IA	Bicyclists of Iowa City or Bike Iowa	Cedar Rapids Area Convention and Visitors Bureau
Dallas, TX	Greater Dallas Bicyclists	Dallas Convention and Visitors Bureau
Fort Lauderdale, FL	South Florida Bike Coalition	Fort Lauderdale/Greater Broward County Convention Center
Kansas City, MO	Bike Walk KC	Kansas City Convention Center
Maui, HI	Maui Bicycle Alliance	Hawaii Visitors and Convention Bureau
McAllen, TX	Bike Texas	McAllen Convention and Visitors Bureau
Mesa, AZ	Coalition of Arizona Bicyclists	Mesa Convention and Visitors Bureau
Miami-Dade County, FL	South Florida Bike Coalition	Miami Beach Visitor and Convention Authority or Greater Miami Convention & Visitors Bureau
Milwaukee, WI	Bicycle Federation of Wisconsin	Visit Milwaukee
Oklahoma City, OK	Oklahoma City Bicycling Coalition	Oklahoma City Convention & Visitors Bureau
Phoenix, AZ	Coalition of Arizona Bicyclists	Greater Phoenix Convention & Visitors Bureau
Plano, TX	Bike Texas	Plano Convention & Visitors Bureau
Portland, OR	Bicycle Transportation Alliance	Travel Portland
San Antonio, TX	Bike Texas	San Antonio Convention & Visitors Bureau
Scottsdale, AZ	Coalition of Arizona Bicyclists	Scottsdale Convention and Visitor Bureau
Tacoma, WA	Bicycle Alliance of Washington	Tacoma Regional Convention and Visitor Bureau
Wichita, KS	Kansas Cyclist	Wichita Convention and Visitor Bureau

Sources ^{4, 47-91}

Citations

¹American Society of Civil Engineers. *2013 Report Card for America's Infrastructure*. 19 Mar. 2013 [cited 29 Jan. 2014] Retrieved from: <http://www.infrastructurereportcard.org/>

²Obama, B. H., 2014 State of the Union Address. 28 Jan. 2014 [cited 29 Jan. 2014] Retrieved from: http://www.washingtonpost.com/politics/full-text-of-obamas-2014-state-of-the-union-address/2014/01/28/e0c93358-887f-11e3-a5bd-844629433ba3_story.html

³Smart Growth America. Getting to Smart Growth, 100 policies for implementation. Washington, D.C. Smart Growth Network and U.S. Environmental Protection Agency. 2002. [cited 2 Feb 2014] Retrieved from: <http://www.smartgrowth.org/pdf/gettosg.pdf>

⁴Smart Growth America. National Complete Streets Policy webpage. *National Complete Streets Coalition to unveil top Complete Streets policies of 2013*. Posted 30 Jan 2014. [cited 2 Feb. 2014] Retrieved from: <http://www.smartgrowthamerica.org/2014/01/30/national-complete-streets-coalition-to-unveil-top-complete-streets-policies-of-2013/>

⁵Smart Growth America. About Us webpage. Copyright 2010. [cited 8 Feb 2014] Retrieved from: <http://www.smartgrowthamerica.org/about-us>

⁶Smart Growth America. National Complete Streets Coalition: who we are. Copyright 2010. [cited 8 Feb 2014] Retrieved from: <http://www.smartgrowthamerica.org/complete-streets/who-we-are>

⁷ Federal Highway Administration. A Summary of Highway Provisions in SAFETEA-LU. Published 25 Aug. 2005. [cited 31 July 2013] Retrieved from: <https://www.fhwa.dot.gov/safetealu/summary.htm>

⁸Seskin, S. Smart Growth America. National Complete Streets Coalition. E-mail exchange 11 Jun 2013

⁹Soileau, J. City of New Orleans Office of Performance and Accountability. Email exchange on 23 Sept. 2013.

¹⁰City of San Francisco Department of Public Works. About Us. [Cited 12 Feb 2014] Retrieved from <http://www.sfdpw.org/index.aspx?page=1232>

¹¹City of Philadelphia Streets Department. About Us. [Cited 12 Feb 2014] Retrieved from: <http://www.philadelphiastreet.com/about/>

¹²City of Philadelphia Streets Department. Complete Streets. [cited 15 Feb 2014] Retrieved from: <http://www.philadelphiastreet.com/complete-streets-handbook>

¹³City of New Orleans. About Us. [cited 13 Jan 2014] Retrieved from: <http://nola.gov/dpw/about-us/>

¹⁴City of New Orleans. Mayor's Office, 2012 annual operating budget. Published 17 Oct 2011 [cited 13 Jan 2014] Retrieved from: http://www.nola.gov/nola/media/Mayor-s-Office/Files/2012%20Budget/2012_Proposed_Budget.pdf

¹⁵City of Philadelphia. Office of the Mayor, 2012 operating budget. Published March 2011. Retrieved from: <http://www.phila.gov/finance/pdfs/Mayor's%20Operating%20Budget%20In%20Brief%20%20FY%202012.pdf>

¹⁶City of San Francisco, office of the controller. Consolidated Budget and Annual Appropriation Ordinance. <http://www.sfcontroller.org/Modules/ShowDocument.aspx?documentid=991>

¹⁷San Francisco Bicycle Coalition. About Us. [cited 15 Feb 2014] Retrieved from: <http://www.sfbike.org/?about>

¹⁸Bicycle Coalition of Greater Philadelphia. [cited 15 Feb 2014] Retrieved from: <http://bicyclecoalition.org/>

¹⁹Bike Easy. About Us. [cited 15 Feb 2014] Retrieved from: <http://bikeeasy.org/about/>

²⁰Fisherman's Wharf Community Benefit District. About The FWCBD. [Cited 14 Feb 2014] Retrieved from: <http://visitfishermanswharf.com/the-fwcdb/fishermans-wharf-community-benefit-district/overview-of-fwcdb-fwcdb-map>

²¹Schuylkill River Development Corporation. About Us. [Cited 14 Feb 2014] Retrieved from: <http://www.schuylkillbanks.org/about>

²²Schuylkill River Development Corporation. The Tidal Schuylkill River Master Plan. March 2003 [cited 15 Feb 2014] Retrieved from: <http://www.schuylkillbanks.org/sites/72.27.230.230/files/SRDC%20Master%20Plan.pdf>

²³Ernest N. Morial Convention Center. About Us. Retrieved from: <http://www.mccno.com/about-us/>

²⁴Campbell, T. Fisherman's Wharf Community Benefit District. 4 Feb. 2014.

²⁵Belson, K. NYTimes.com. *An America's Cup by the Bay: San Francisco is chosen as the 2013 host*. Published 31 Dec 2010. Retrieved [18 Feb 2014] from:
http://www.nytimes.com/2011/01/01/sports/01cup.html?_r=0

²⁶Shulman, L. San Francisco Bicycle Coalition. 15 Nov 2014

²⁷Noru, M. City of San Francisco, Department of Public Works. 19 Sept. 2013

²⁸Ben-Amos, A. City of Philadelphia, Mayor's Office of Transportation. 25 Oct. 2013

²⁹Clark-Stuart, S. Bicycle Coalition of Greater Philadelphia. 26 Nov 2013

³⁰Fink, L. Schuylkill River Development Corporation. 6 Feb. 2014

³¹Jernigan, M. City of New Orleans, Department of Public Works. 3 Dec. 2014

³²Wine, J. Bike Easy. 4 Dec 2014

³³Johnson, Robert. Ernest N. Morial Convention Center. 28 Jan. 2014

³⁴NewJeffersonStreet.com. Copyright 2012. [cited 18 Feb 2014] Retrieved from:
<http://www.newjeffersonstreet.com/news/entry/community-meeting-monday-final-stretch-for-construction>

³⁵Engineering News Record. *Best Small Project (under \$10 million)*. Published 16 Dec 2013. [cited 19 Feb 2014] Retrieved from:
http://enr.construction.com/bonus_regions/midatlantic/2013/1216-best-small-project-under-10-million.asp

³⁶Bicycle Coalition of Greater Philadelphia blog. *Construction of Locust and Race Street Crossings Begins: Patience Please!* Published 7 Apr. 2011. [cited 19 Feb 2014] Retrieved from:
<http://blog.bicyclecoalition.org/2011/04/construction-of-locust-and-race-street.html>

³⁷Schuylkill Banks. Schuylkill River Parks Connector Bridge. [cited 19 Feb 2014] Retrieved from:
<http://www.schuylkillbanks.org/projects/schuylkill-river-parks-connector-bridge>

³⁸Schuylkill Banks. Schuylkill River Parks Connector Bridge, Community Meeting handout. June 2011. [cited 19 Feb 2014] Retrieved from:
<http://www.schuylkillbanks.org/sites/72.27.230.230/files/Community%20Meeting%20Handout%201.pdf>

³⁹Associated Press. *Welcome Back: Super Bowl will return to New Orleans in 2013*. 19 May 2009 [cited 19 Feb 2014] Retrieved from:

<http://www.nfl.com/news/story/09000d5d810681fc/article/welcome-back-super-bowl-will-return-to-new-orleans-in-2013>

⁴⁰City of San Francisco, Department of Public Works. *Jefferson Streetscape Improvement Project*. Retrieved from: <http://sfdpw.org/index.aspx?page=1615>

⁴¹Barrow, B. Times-Picayune Nola.com. *Latest version of 'hospitality zone' clears Senate committee*. 12 May 2012. [cited 20 Feb 2014] Retrieved from: http://www.nola.com/politics/index.ssf/2012/05/latest_version_of_hospitality.html

⁴²Krupa, M. Times-Picayune Nola.com. *French Quarter street repairs top planned uses of \$30 million from convention center*. 16 May 2012 [cited 20 Feb 2014] Retrieved from: http://www.nola.com/politics/index.ssf/2012/05/french_quarter_street_repairs.html

⁴³Letorte, T. New Orleans Convention and Visitors Bureau. 20 Feb. 2014

⁴⁴City of New Orleans Department of Public Works. Downtown Infrastructure Improvement Project. Last updated 14 Jan. 2014 [cited 20 Feb 2014] Retrieved from: <http://www.nola.gov/dpw/projects/downtown-infrastructure-improvement-project/>

⁴⁵Seskin, S. and Gordon-Koven, L. The Best Complete Streets

Policies of 2012. Smart growth America, National Complete Streets Coalition. [cited 2013 July 31]

<http://www.smartgrowthamerica.org/documents/cs/cs-policyanalysis.pdf>

⁴⁶ICMA Center for Performance Measurement. *ICMA Benchmark Analysis Highways and Roads*. FY12 Annual Data Set. Developed 10 Sept. 2013.

⁴⁷Cedar Rapids, Department of Public Works. About Us. [cited 22 Feb 2014] Retrieved from: <http://www.cedar-rapids.org/government/departments/public-works/trafficengineering/trafficsafety/bicyclespedestriantrails/Pages/BicycleAmbassador.aspx>

⁴⁸Bike Iowa. About us. Homepage [cited 22 Feb 2014] Retrieved from: <http://www.bikeiowa.com/Contact>

⁴⁹Cedar Rapids Area Convention and Visitors Bureau. Homepage [cited 22 Feb 2014] Retrieved from: <http://www.cedar-rapids.com/>

⁵⁰Dallas, Department of Public Works. Homepage. [cited 22 Feb 2014] Retrieved from: http://www.dallascityhall.com/public_works/index.html

- ⁵¹Greater Dallas Bicyclists. Homepage. [cited 22 Feb 2014] Retrieved from: <http://www.greaterdallasbicyclists.com/>
- ⁵²Dallas Convention and Visitors Bureau. About Us. [cited 22 Feb 2014] Retrieved from: <http://www.visitdallas.com/>
- ⁵³Fort Lauderdale, Department of Public works. About Us. [cited 22 Feb 2014] Retrieved from: http://www.fortlauderdale.gov/public_services/index.htm
- ⁵⁴South Florida Bike Coalition. About Us. [cited 22 Feb 2014] Retrieved from: <http://sfbikecoalition.wordpress.com/about/>
- ⁵⁵Fort Lauderdale/Greater Broward Convention Center. Homepage. [cited 22 Feb 2014] Retrieved from: <http://ftlauderdalecc.com/>
- ⁵⁶Kansas City, Department of Public Works. Homepage. [cited 22 Feb 2014] Retrieved from: <http://kcmo.org/CKCMO/Depts/PublicWorks/index.htm>
- ⁵⁷Bike Walk KC. Homepage. [cited 22 Feb 2014] Retrieved from: <http://bikewalkkc.org/>
- ⁵⁸Kansas City Convention Center. Homepage. [cited 22 Feb 2014] Retrieved from: <http://www.visitkc.com/convention-center/contact-us/index.aspx>
- ⁵⁹County of Maui, Hi, Department of Public Works. Overview. [cited 22 Feb 2014] Retrieved from: <http://www.co.maui.hi.us/index.aspx?nid=124>
- ⁶⁰Hawaii Visitors and Convention Bureau. Contact Us. [cited 22 Feb 2014] Retrieved from: <http://www.gohawaii.com/contact-us>
- ⁶¹Maui Bicycle Alliance. About. [cited 22 Feb 2014] Retrieved from: <http://mauibicyclealliance.info/>
- ⁶²City of McAllen. Homepage. [cited 22 Feb 2014] Retrieved from: <http://www.mcallen.net/>
- ⁶³Bike Texas. About Us. [cited 22 Feb 2014] Retrieved from: <http://www.biketexas.org/>
- ⁶⁴McAllen Convention and Visitors Bureau. Homepage [cited 22 Feb 2014] Retrieved from: <http://mcallencvb.com/>
- ⁶⁵City of Mesa, Transportation Department. Homepage [cited 22 Feb 2014] Retrieved from: <http://www.mesaaz.gov/transportation/>
- ⁶⁶Coalition of Arizona Bicyclists. Homepage [cited 22 Feb 2014] Retrieved from: <http://www.cazbike.org/>

⁶⁷Mesa Convention and Visitors Bureau. [cited 22 Feb 2014] Retrieved from:
<http://www.arizonaguide.com/things-to-do/mesa-convention-and-visitors-bureau>

⁶⁸Miami-Dade, Public Works and Waste Management. [cited 22 Feb 2014] Retrieved from:
<http://www.miamidade.gov/publicworks/>

⁶⁹Greater Miami Convention & Visitors Bureau. About Us. [cited 22 Feb 2014] Retrieved from:
<http://press.miamiandbeaches.com/our-team>

⁷⁰Miami Beach Visitor and Convention Authority. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.miamibeachvca.com/contacts>

⁷¹Milwaukee, Department of Public Works. About DPW. [cited 22 Feb 2014] Retrieved from:
<http://city.milwaukee.gov/mpw/general/About.htm#.Uwibo9GYb4g>

⁷²Bicycle Federation of Wisconsin. *Over the Bars in Milwaukee*. [cited 22 Feb 2014] Retrieved from: <https://overthebarsinmilwaukee.wordpress.com/about-2/>

⁷³Visit Milwaukee. About Us. [cited 22 Feb 2014] Retrieved from:
<http://www.visitmilwaukee.org/about-us>

⁷⁴Oklahoma City, Public Works. About us. [cited 22 Feb 2014] Retrieved from:
<https://www.okc.gov/pw/>

⁷⁵Oklahoma Bicycling Coalition. Homepage. [cited 22 Feb 2014] Retrieved from:
http://obc1voice.org/index.php?option=com_content&task=view&id=59&Itemid=92

⁷⁶Oklahoma City Convention & Visitors Bureau. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.visitokc.com/>

⁷⁷Phoenix Public Works Department. About Us. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://phoenix.gov/publicworks/>

⁷⁸Greater Phoenix Convention & Visitors Bureau. Homepage. [cited 22 Feb 2014] Retrieved from: <http://www.visitphoenix.com/index.aspx>

⁷⁹Plano Public Works. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.plano.gov/index.aspx?nid=198>

⁸⁰Plano Convention & Visitors Bureau. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.visitplano.com/about>

⁸¹Portland Bureau of Transportation. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.portlandoregon.gov/transportation/32360>

⁸²Bicycle Transportation Alliance. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://btaoregon.org/about/>

⁸³Travel Portland. About Us. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.travelportland.com/about-us/>

⁸⁴San Antonio, Department of Public Works. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.sanantonio.gov/publicworks/>

⁸⁵San Antonio Convention & Visitors Bureau. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://visitsanantonio.com/>

⁸⁶City of Tacoma, Department of Public Works. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.cityoftacoma.org/cms/one.aspx?objectId=12176>

⁸⁷Tacoma Regional Convention + Visitor Bureau. Homepage. [cited 22 Feb 2014] Retrieved from: <http://www.traveltacoma.com/about/>

⁸⁸Bicycle Alliance of Washington. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://wabikes.org/growing-bicycling/resources/>

⁸⁹Wichita Public Works & Utilities. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.wichita.gov/government/departments/pwu/Pages/default.aspx>

⁹⁰Kansas Cyclist. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.kansascyclist.com/>

⁹¹Wichita Convention and Visitor Bureau. Homepage. [cited 22 Feb 2014] Retrieved from:
<http://www.gowichita.com/visitor-info/>